

DOCUMENT RESUME

ED 346 093

SP 033 862

TITLE Alternative Teacher Certification in Texas.
INSTITUTION Texas Education Agency, Austin.
PUB DATE 92
NOTE 60p.
PUB TYPE Reports - Descriptive (141)

EDRS PRICE MF01/PC03 Plus Postage.
DESCRIPTORS *Alternative Teacher Certification; *Career Change; Elementary Secondary Education; Higher Education; International Cooperation; Models; Program Descriptions; *Program Development; *Program Implementation; *Teacher Education Programs; *Teacher Interns; Veterans Education
IDENTIFIERS *Texas

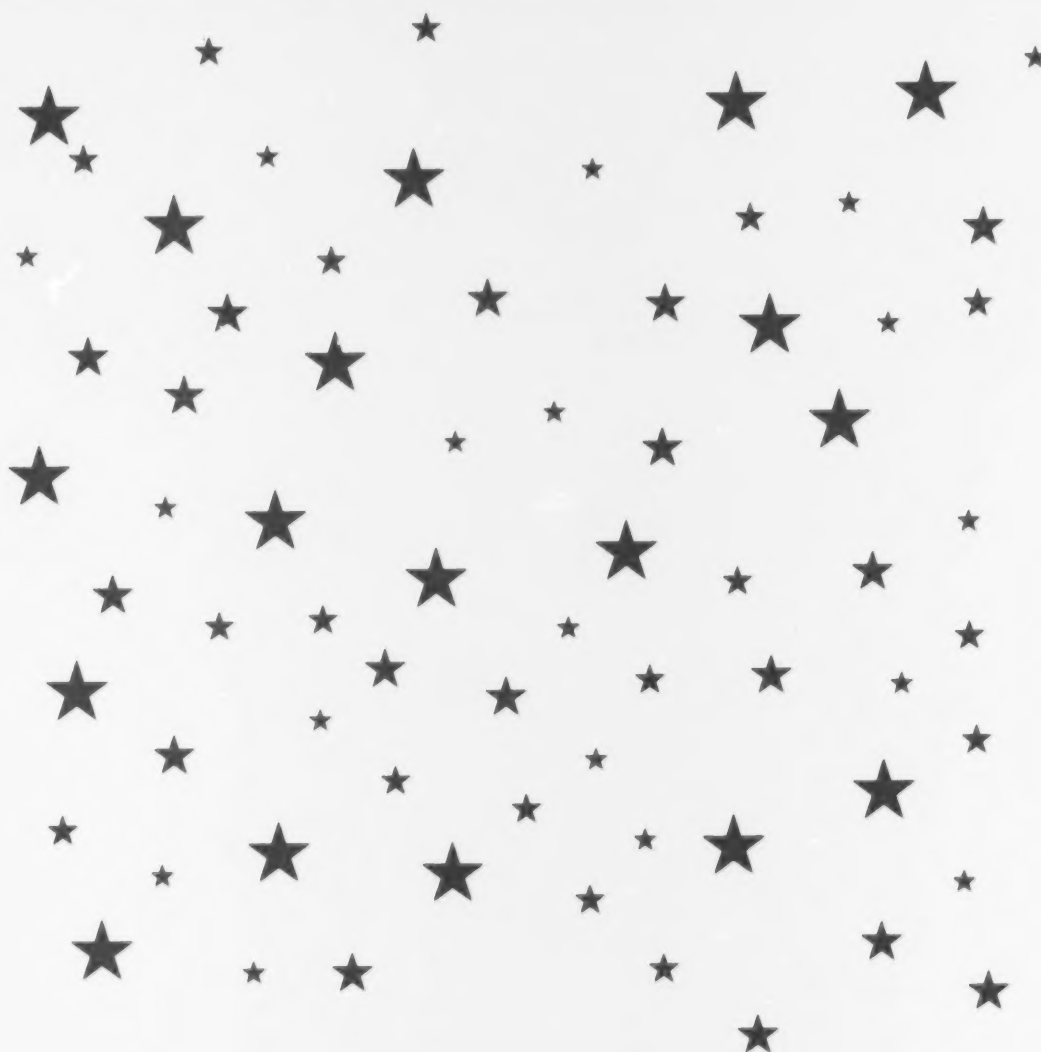
ABSTRACT

This publication describes alternative teacher certification programs in Texas that train interns who are generally mature, mid-career individuals. The document is organized into seven sections: (1) "Alternative Certification in Texas" discusses the history and background of the programs including legislation, the first alternative teacher certification program, three models which emerged, collaboration, individual program components, and internal monitoring; (2) "Focus on the Interns" examines who these people are; (3) "The Role of the Division of Professional Development, Texas Education Agency" discusses the State Board of Education and alternative certification implementation, dissemination of information nationwide and internationally, program development, and monitoring for quality and compliance; (4) "Implications for Restructured Teacher Education" includes information on quality control, levels of supervision, site-based management, and cost effectiveness; (5) "New Directions for Alternative Certification in Texas" describes the Texas military initiative and an international initiative with Mexico; (6) "Texas Alternative Certification Association (TACA)" describes an organization (TACA) that provides support, helps disseminate information, and sponsors a national conference; and (7) "Alternative Teacher Certification in Texas Makes the News" offers quotes from politicians and educators. Four appendixes include: data highlights of alternative teacher certification programs in Texas 1991-92; approved alternative certification programs by education service center regions; economic report of President Bush; and a list of 1991-92 alternative certification programs and directors. (LL)

* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *

ED346093

SP



Alternative Teacher Certification in Texas

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION
CENTER (ERIC)

- ☐ This document has been reproduced as received from the person or organization originating it.
- ☐ Minor changes have been made to improve reproduction quality.

- Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

Texas Education Agency
Austin, Texas
1991-1992

"PERMISSION TO REPRODUCE THIS
MATERIAL HAS BEEN GRANTED BY

L. Kemp

TO THE EDUCATIONAL RESOURCES
INFORMATION CENTER (ERIC)."

BEST COPY AVAILABLE

SP33861

★≡ ALTERNATIVE TEACHER CERTIFICATION IN TEXAS

Perhaps the greatest advantage of the Alternative Certification Programs for schools hinges on the diversity of people brought into the teaching profession—individuals who, in many cases, have had high-powered, interesting careers and now have a strong desire to help teach the next generation. Alternative certification interns include former attorneys, dentists, doctors, bankers, realtors, geologists, architects, and a host of other professional individuals who have a desire to shape the future.

Dena E. Franke
Alternatively Certified 9th Grade English Teacher
Pleasanton, Texas
quoted in *Educational Leadership*
November 1991

STATE BOARD OF EDUCATION
(STATE BOARD FOR VOCATIONAL EDUCATION)

CAROLYN HONEA CRAWFORD, Beaumont
Chairman of the State Board of Education
District 7

BOB AIKIN, Commerce
Vice Chairman of the State Board of Education
District 9

MARY HELEN BERLANGA, Corpus Christi
Secretary of the State Board of Education
District 2

Board Members

RAYMOND A. ALEXANDER, Houston
District 4

JACK CHRISTIE, Houston
District 6

EMMETT J. CONRAD, Dallas
District 13

WILL D. DAVIS, Austin
District 10

MONTE HASIE, Lubbock
District 15

WILLIAM L. HUDSON, Wichita Falls
District 14

GERALDINE MILLER, Dallas
District 12

JANE NELSON, Double Oak
District 11

RENE NUÑEZ, El Paso
District 1

MARY KNOTTS PERKINS, Lufkin
District 8

JOHN H. SHIELDS, San Antonio
District 5

ESTEBAN SOSA, San Antonio
District 3

LIONEL R. MENO
Commissioner of Education
(Executive Officer of the State Board of Education)

COMMITTEES OF THE STATE BOARD OF EDUCATION

PERSONNEL

RENE NUÑEZ, Chair
JACK CHRISTIE
EMMETT J. CONRAD
CAROLYN HONEA CRAWFORD
JOHN H. SHIELDS

STUDENTS

GERALDINE MILLER, Chair
RAYMOND A. ALEXANDER
MARY HELEN BERLANGA
MONTE HASIE
MARY KNOTTS PERKINS

PERMANENT SCHOOL FUND

ESTEBAN SOSA, Chair
BOB AIKIN
MARY HELEN BERLANGA
MONTE HASIE
WILLIAM L. HUDSON
GERALDINE MILLER
RENE NUÑEZ

SCHOOL FINANCE

WILL D. DAVIS, Chair
BOB AIKIN
WILLIAM L. HUDSON
JANE NELSON
ESTEBAN SOSA

LONG-RANGE PLANNING

EMMETT J. CONRAD, Chair
RAYMOND A. ALEXANDER
JACK CHRISTIE
CAROLYN HONEA CRAWFORD
WILL D. DAVIS
JANE NELSON
MARY KNOTTS PERKINS
JOHN H. SHIELDS

TEXAS EDUCATION AGENCY
DIVISION OF PROFESSIONAL DEVELOPMENT ALTERNATIVE CERTIFICATION STAFF

Dr. Lynda Haynes
Dr. James Salmon
Dr. Jean Holden
Leslie Sanders

Dr. William Wale
Evangelina Galvan
Mary Gawron
Curtis Johnson

Telephone Number: 512-463-9327
FAX Number: 512-475-3667

CONTENTS

ALTERNATIVE CERTIFICATION IN TEXAS	1
What's the Big Attraction?	1
Legislation That Made A Difference	2
Houston Pioneers the First Alternative Teacher Certification Program	2
Three Models Emerge	2
The Programs Grow; The Rule Evolves	3
Practitioners Lead the Way	5
Genuine Collaboration Emerges	6
Individual Program Components Take Form	7
Applicants Are Carefully Screened Into the Teaching Profession	7
Multiple Levels of Support Provide an Induction Model	8
Internal Monitoring Is a Part of Every Program	8
FOCUS ON THE INTERNS	11
Who Are These People? Why Are They Making the News?	11
THE ROLE OF THE DIVISION OF PROFESSIONAL DEVELOPMENT, TEXAS EDUCATION AGENCY	13
The State Board of Education Guides Alternative Teacher Certification Implementation	13
Staff Disseminates Information Nationwide and Internationally	13
Staff Facilitates the Development of Programs, Monitoring Them for Quality and Compliance	14
IMPLICATIONS FOR RESTRUCTURED TEACHER EDUCATION	15
Quality Control Is a Hallmark of Alternative Teacher Certification	15
Alternative Certification Offers Teacher Educators a Lesson	15
Variety of Levels of Supervision Is an Important Aspect of ATC	17
Restructured Teacher Educator Programs Support Site-Based Management	17
Alternative Teacher Certification Is Cost Effective	18
NEW DIRECTIONS FOR ALTERNATIVE CERTIFICATION IN TEXAS	19
Texas Military Initiative	19
International Initiative With Mexico	19
TEXAS ALTERNATIVE CERTIFICATION ASSOCIATION (TACA)	21
TACA Provides Support and Helps Disseminate Information	21
TACA Sponsors a National Conference	21



ALTERNATIVE TEACHER CERTIFICATION IN TEXAS MAKES THE NEWS	23
BIBLIOGRAPHY	27
APPENDICES	29
APPENDIX A	
Data Highlights of Alternative Teacher Certification	
Programs in Texas, 1991-92	31
Data Summary of 1991-92 Alternative Certification Programs	31
APPENDIX B	
Approved Alternative Certification Programs by Education Service	
Center Regions	37
APPENDIX C	
Economic Report of the President	39
APPENDIX D	
List of 1991-92 Alternative Certification Programs and Directors	49

☆≡ ALTERNATIVE CERTIFICATION IN TEXAS

WHAT'S THE BIG ATTRACTION?

Texas alternative teacher certification programs have become a subject of considerable attention, research, and recognition. During six years of intensive growth and development, the alternative certification programs in Texas have been an eloquent testimony to what is possible when creativity and imagination enter the teacher education process. A unique method of preparing teachers, the alternative certification programs are collaboratively crafted by teachers, district specialists, professors, and service center leaders. Programs are carefully nurtured and monitored by the Division of Professional Development at the Texas Education Agency. Training a group of interns who are generally mature, mid-career individuals, the alternative certification programs have succeeded because of the strength of character, the high quality, and the professionalism of the individuals they have brought into the public school classroom.

In a typical program, the intern is recruited and screened during the fall or spring of the year. He or she submits official baccalaureate transcripts from a regionally accredited college or university to one of the program directors. After passing a standardized test ensuring basic reading, writing, and mathematics skills, the candidate enters preassignment training. Typically at night or in the summers, this intensive training and preparation immediately precedes placement as the official teacher of record in the classroom. Prospective interns can usually work at their current employment until mid-July. During the course of the full-year program, the new teacher or "intern" is carefully supervised and mentored by at least five individuals: the college or program supervisor, the district specialist(s), the mentor, and at least two formal appraisers. After a year of intern-



These interns drive for three hours from Del Rio to attend training sessions in San Angelo at Education Service Center Region XV's alternative certification program. Kathleen Macke and Juan Cirildo have made a commitment to become teachers.

ship, the new teacher passes a standardized exit or certification (ExCET) test and, if successful in all areas, receives the joint recommendation of the program director and the principal to receive state certification.

LEGISLATION THAT MADE A DIFFERENCE

Before legislation made alternative teacher certification available, policymakers were aware that many people who really wanted to teach were impeded by the structure of the college-based system of certification. When individuals, for example engineers, sought certification in physics, they had to obtain a plan of study, known as a "deficiency plan," from a college or university offering that certificate. The plan often required one or two years of full-time study. Unable to make an efficient transition from a career in engineering to that of physics teacher, they would decide that they either did not have the time or the resources to become teachers, despite obvious content knowledge and the desire to teach. Since the traditional way of obtaining certification clearly kept many of the very individuals out of the classroom that Texas was seeking to attract, the state legislature mandated an alternative route to certification.

HOUSTON PIONEERS THE FIRST ALTERNATIVE TEACHER CERTIFICATION PROGRAM

To address the area of critical teacher shortage, the Houston Independent School District implemented the first Texas alternative certification program during the 1985-86 school year. The Houston program was developed in response to House Bill 72 (Texas education reform legislation) and the subsequent State Board of Education rule [Texas Education Code, Section 13.035(a); 19 Texas Administrative Code 141.481]. The program prepared and certified 276 teachers in the initial year. Although implementation of this first program was in many instances problematic, Houston and the State of Texas learned much from the experience.

As Houston was reapproved for an additional year on condition that the concerns of an evaluation team be addressed, seven new programs were approved for the 1986-87 school year. The Board of Education instructed Texas Education Agency staff in the Division of Professional Development to study the eight programs carefully and to make recommendations for revisions in the alternative certification rule. The resultant rule modifications were passed in 1987.

THREE MODELS EMERGE

By the second year (1986-87), three distinct training models had emerged. In the higher education model, university course work provides the nucleus of training.

The preparation programs require university cooperation and collaboration with school districts to supervise the field-based component as interns serve as teachers of record under the guidance of a mentor teacher.

In an education service center (ESC) model, there is limited higher education supervision, although most programs require some higher education course work. Much of the training is delivered through contact or clock hour delivery systems by consultants and specialists at the service center. This type of experience relies heavily on a master teacher working with the new teacher in a classroom. Like the university model, the service center model serves multiple school districts.



Prairie View A&M University Interns and Principal enjoy each others company during a break from a training session.

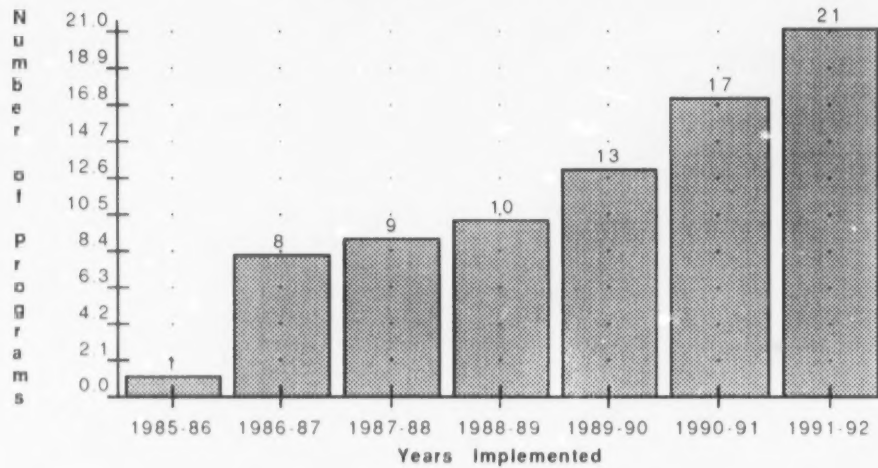
A third (the original) model is the local school district model. Four large districts, Houston, Pasadena, Dallas, and Fort Worth, have developed their own programs. This model features a combination of district-provided training with a minimum amount of higher education course work. While the model meets all general teacher preparation needs, it also addresses unique district needs. Preparation for the urban classroom and work with at-risk students are emphasized, and an internship under a mentor with supervision from the district is an integral component of this model.

THE PROGRAMS GROW; THE RULE EVOLVES

By the 1989-90 school year, 13 alternative certification programs had been implemented: six university-based; three school district -based; and four education service center-based. These programs included a number of pilots designed with greater flexibility in how they were implemented to respond to district needs, especially in the area of special education.

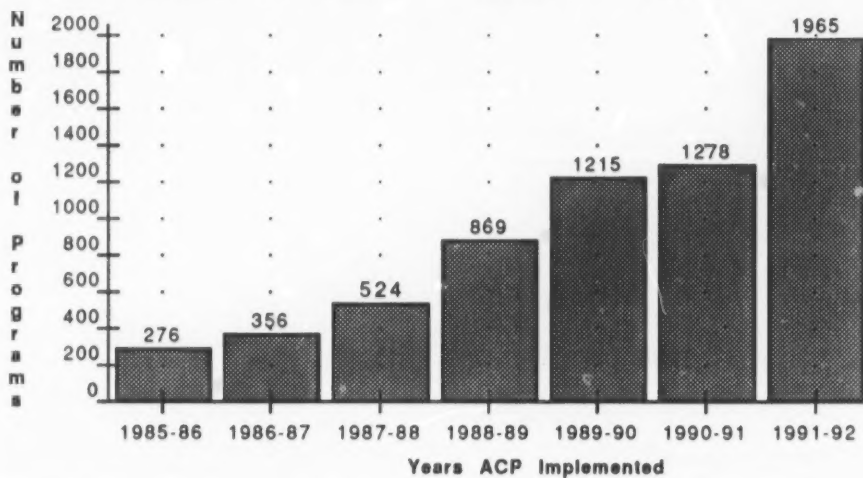
Following legislative amendments to Texas Education Code, Section 13.035(a) and in response to program needs and concerns, the State Board of Education once again revised the alternative certification rule. In effect, the new rule (1) removes restrictions on eligibility of candidates who have been previously certified, as well as the requirement that programs be based on data verifying teacher shortages; (2) increases the number of certificates available through alternative certification; (3) strengthens the management and supervisory components of the program;

Number of Approved Alternative Certification Programs in 1991-92



and (4) allows greater flexibility in offering semester hour/contact hour training. The new rule underscores the need for collaboration in the development and ongoing implementation of alternative certification programs. Especially important is the involvement of practitioners—teachers—in the program development and implementation process. The rule highlights *collaboration* as a key to teacher training.

Number of Interns in ACPs in 1991-92



for re-approval of existing programs at the end of an approval cycle, have gone through this developmental process.

The process calls for the participatory involvement of classroom teachers (including former interns from established programs); district administrators, including instructional supervisors and campus principals; education specialists from regional education service centers; and representatives from higher education faculty and administration as they develop or refine (for pre-existing programs) their program proposal for preparing teachers. In particular, the three-to-four day process allows practitioners to have a voice in what teachers need to know and in sequencing and determining its delivery.

GENUINE COLLABORATION EMERGES

In this goal-oriented development process, participants profile the type of teacher they wish to produce by defining a knowledge base which is both generic (that is, common to all teachers) and certificate-specific. During intensive brainstorming sessions, participants delineate what the effective teacher needs to know.



VI Wilson, a Third Grade ESL Teacher from Dallas ISD, teaches students science using hands-on activities and manipulatives.

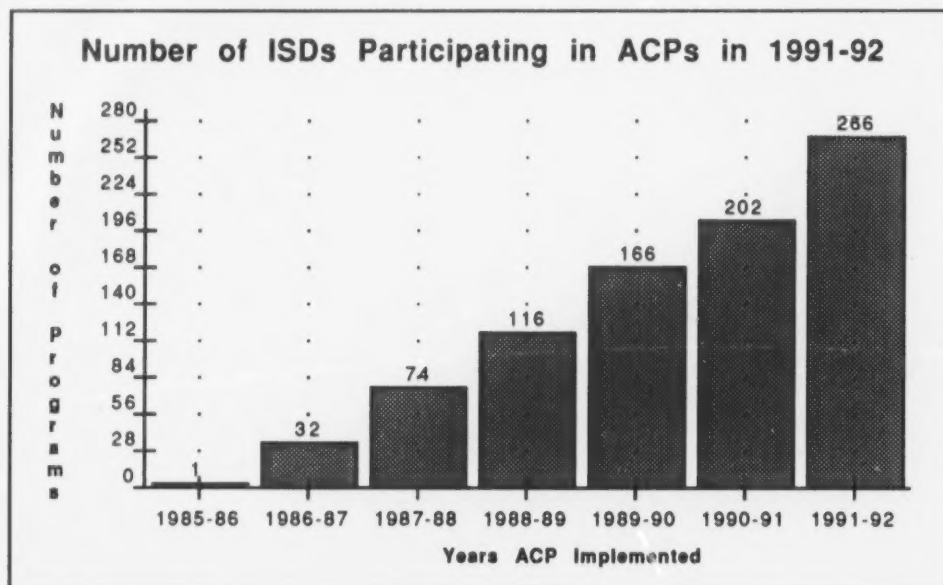
These competencies are then compared to requirements in: the State Board rule for alternative certification; to competencies in the 1987 Standards for Teacher Education under which all university teacher education programs are approved; to objectives for the ExCET, both content-related and for professional development; and to criteria for evaluating teaching performance in the TTAS.

Participants in the program development process must reach consensus on all components of this knowledge base. They must determine which components are essential prior to placement of a teacher in a classroom and which may be delivered as ongoing training during the year of internship. The entities

By Fall 1991, 21 alternative certification programs had been implemented.

Excluding those programs which have additional cycles of interns to begin in spring 1992, alternative certification programs have placed nearly 2,000 interns in the classrooms of Texas in school year 1991-92. In only six years, the number of interns in alternative certification programs in Texas has increased *by 552 percent*. Approximately *28.5 percent* of all new teachers in the state are trained in alternative teacher certification programs.

In six years, the number of participating school districts has increased from one in 1985-86 to 266 in 1991-92.



PRACTITIONERS LEAD THE WAY

The first alternative certification program proposals which were approved in the state were written to meet State Board rule requirements. In virtually all cases, early proposals were written by an individual or the entity sponsoring the program: the independent school district, the regional education service center, or the university. The participation of the other entities was then gathered to "approve" the already written proposal.

This practice has gradually but dramatically changed. In an effort to strengthen program quality and foster more broad-based participation in alternative teacher certification programs as they have expanded, staff in the Division of Professional Development has designed a program development process. Since 1989, all programs brought before the State Board for initial approval, as well as proposals

represented, whether college/university, service center, or school district, must then design courses or modules of instruction to meet the specifications and needs identified. This, of course, involves deciding which entity can best deliver each of the individual components of the training program. Once again, consensus must be reached. Thus, a program is designed, sequenced, and implemented to meet the specific needs of interns as they prepare for and are involved in teaching.

INDIVIDUAL PROGRAM COMPONENTS TAKE FORM

The components discussed below have evolved over the six years that the state has had an alternative teacher certification program. Just as the programs have evolved, so has the state's understanding of the importance of assuring quality while at the same time allowing the flexibility necessary to promote creativity. The current alternative teacher certification rule is based, therefore, not only on changes in state law, but also on principles of best practice learned by staff over the past six years from being in the field with interns, mentors, principals, trainers, supervisors, and program directors.

APPLICANTS ARE CAREFULLY SCREENED INTO THE TEACHING PROFESSION

The applicant screening process is one of the most important components in any teacher education program. While all programs must require at least the minimum standards for entrance established in State Board rule for alternative certification (degree requirements, grade point average, basic skills testing, language proficiency testing, etc.), a number of programs have exceeded the minimum requirements. Several programs have developed screening committees to review credentials and interview internship candidates.

These committees are often composed of teachers as well as alternative certification program staff, campus principals, and district personnel officers. Important in any screening process is a well-trained, knowledgeable staff. Dr. Martin Haberman, of the University of Wisconsin at Milwaukee, has provided workshops to program directors and their staffs, training them in a research-based interview process he has developed, tested and refined over a 28-year period. Designed to identify those persons who would do well as teachers in urban classrooms and with at-risk students, the interview process has been found to be equally appropriate for rural and suburban placements by a number of program directors who serve nonurban areas of the state. Reports from those who have implemented the Haberman technique as they screened candidates have been extremely favorable. Trainers in the Haberman interview have now been approved in Texas

by Dr. Haberman and may be identified through the Texas Alternative Certification Association (TACA).

MULTIPLE LEVELS OF SUPPORT PROVIDE AN INDUCTION MODEL

Equally important to a successful program is the support system provided to the interns through an induction model. Not only are interns assisted by a mentor teacher on an ongoing basis, but also by the school principal (the instructional leader of the campus) and another trained observer who appraises the interns' classroom teaching performance and provides feedback. Successful performance as measured by the Texas Teacher Appraisal System (TTAS) is a requisite for certification. All programs in Texas now have orientation sessions for campus administrators and mentor teachers. Mentors, in particular, receive training in mentoring, including clinical supervision, peer coaching, communication and conferencing skills.

In addition to the mentor teacher and the appraisers, all programs provide an additional dimension of support through the program supervisor. The program supervisor is a staff person who serves as a liaison between the intern who receives supervision, and the program director who is kept up-to-date regarding intern progress and programmatic considerations.

INTERNAL MONITORING IS A PART OF EVERY PROGRAM

The need for voicing, comparing and discussing ideas in a collaborative manner does not end with the program development process. Effective programs never remain static; an ongoing internal monitoring and refinement process is essential.

Every new or redeveloped alternative teacher certification program has resulted in the formation of an advisory council. The council is composed of teachers, school district administrators, college faculty, and education service center specialists—those who were instrumental in collaboratively developing the program. These councils provide ongoing internal program monitoring and refinement by meeting on a regular basis to review and assess program implementation goals and to make refinements where necessary. In most instances, their ongoing internal processes greatly reduce the need for external monitoring by the state.

Adjustments might include what type(s) of applicants are admitted to the program to meet changing school district certification needs, sequencing of training

components, or who is most effective in delivering the course work according to the evaluations—the local college, the service center, the school district personnel, or some combination of these entities working together.



Laredo State Intern Diana E. Ortega has good rapport with her students at Clark Middle School in Laredo, Texas.

Alternative certification programs have benefitted immensely from this facile structure because additions and modifications can be made quite expeditiously. Alternative preparation programs respond quickly to identified needs and reform in the public schools as members of the advisory council review the evaluation data. These revisions often include knowledge about the lesson cycle, the effective schools movement, whole language awareness, new science curricula, needs of mainstreamed special education students, the utilization of technology in instruction, working with gifted and talented students (and in particular those who are at-risk), site-based management, and many more similar changes.

Further, the changes are collaboratively generated and discussed so that all parties are aware of the strengths and weaknesses which the evaluation discloses. Open communications, mutual investment, and the fluid nature of the successful alternative certification programs make change not a threat but a challenge to these programs.

WHO ARE THESE PEOPLE? WHY ARE THEY MAKING THE NEWS?

Alternative certification interns are:

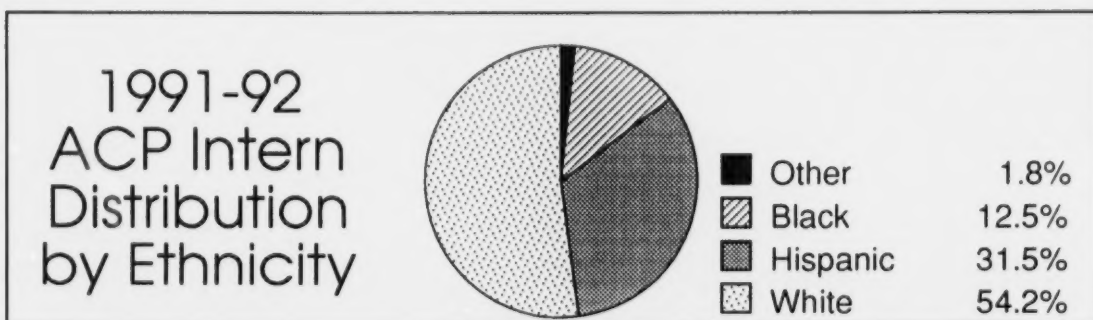
- **Degreed Graduates Who Meet Definite Qualifications.** All alternative certification candidates possess at least a baccalaureate degree from a regionally accredited institution and must have achieved at least a 2.5 grade point average (GPA) overall as well as in the subjects they will be teaching. Many alternative certification programs require a higher GPA than the rule requires. Successful candidates must pass standardized examinations in mathematics, reading, and writing to enter the program. Bilingual candidates must also demonstrate oral and written proficiency in the language of the students they teach. In order to complete the program and receive teacher certification, candidates must pass a standardized examination in the content area(s) for which they are seeking certification.
- **Mid-Career Candidates.** Alternative certification interns often fall into one of two categories of people. One group is the mid-career switcher. Coming from



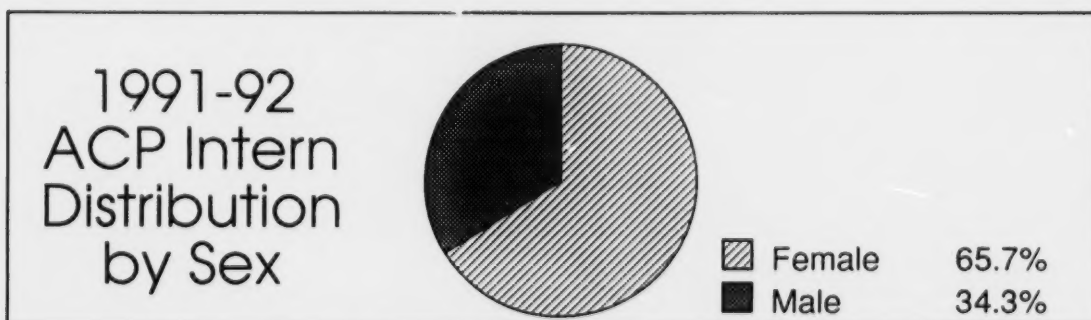
Mark Starck was formerly a policeman, but he felt a need to teach special education. Thanks to the alternative certification program through Pasadena ISD, Mark is fulfilling his dream and his student, Jerald Davis, is reaping the benefits.

a diversity of other vocations, the people in this group have turned their attention to the public school classroom. Having succeeded in obtaining, in many cases, full satisfaction from a high-powered and/or lucrative earlier career, they now want to give something back to society and to the children who most need help. Alternative certification offers them that potential career in a thorough and efficient way.

- **Minority Candidates.** A second group encompasses those who are strongly committed to a teaching career but who, for family or financial reasons, cannot afford to return full-time to a traditional college program to obtain teacher credentials. These are often minority candidates. Since their inception, alternative certification programs in Texas have consistently provided access to the teaching profession to minorities. Approximately 50% of the interns each year are minority—a percentage which clearly reflects the demographics of the state.



- **Male Candidates.** An unusually high percentage—34%—of alternatively certified individuals in Texas are male. Further, because the majority of the alternative teacher certification programs are with students in Grades PreK-6, this data means that high numbers of males are entering the elementary, special education, and bilingual classrooms where they are providing male role models for many children who need them.



☆≡ THE ROLE OF THE DIVISION OF PROFESSIONAL DEVELOPMENT, TEXAS EDUCATION AGENCY

THE STATE BOARD OF EDUCATION GUIDES ALTERNATIVE TEACHER CERTIFICATION IMPLEMENTATION

The State Board of Education prudently instructed the staff in the Division of Professional Development to give technical assistance, and to monitor carefully, the growth and development of all alternative teacher certification programs. From this mandate, the Division of Professional Development of the Texas Education Agency (TEA) has gained new responsibilities and has become a center of information dissemination and assistance to a growing number of Texas programs as well as a national hub of information about the alternative teacher certification movement. As a consequence, the unprecedented growth of alternative certification programs has placed ever-increasing demands on division staff and budget.

STAFF DISSEMINATES INFORMATION NATIONWIDE AND INTERNATIONALLY

The Division of Professional Development receives numerous calls each day relating to alternative teacher certification. Individuals from around Texas, the nation, and indeed other countries, who hear about alternative certification in the national press, on television, or by word of mouth request information about specific programs. They are then sent materials. Researchers and representatives of various organizations, nationally and internationally, also inquire about alternative certification. Houston, the original alternative teacher certification model, had a Japanese film crew go onsite to examine their program.

TEA staff is also frequently invited to present the Texas alternative certification model at professional conferences around the country. Staff members have presented at the National Executive Service Corps (NESC), the American Educational Research Association (AERA), the Office of Educational Research Information (OERI) in Washington, the Association of Teacher Educators (ATE), the American Association of Colleges of Teacher Educators (AACTE), and other regional conferences where teacher education is the top priority. Information about alternative teacher certification in Texas has appeared in national education journals and requests for presentations on the Texas model have come from as far as Canada, Mexico, and Australia.

STAFF FACILITATES THE DEVELOPMENT OF PROGRAMS, MONITORING THEM FOR QUALITY AND COMPLIANCE

When a district, service center, or university wishes to start an alternative teacher certification program, either staff or facilitators trained by staff go onsite for a minimum of three days to guide the collaborative development process, described in detail below. At the site, the facilitator guides the interaction between entities wishing to deliver the program and oversees the development of the actual training component. Staff facilitates final editing of program proposals and supports program directors in bringing programs before the State Board of Education for approval.

After receiving Board approval, and early in the emergence of a new program, staff visits again to help program directors screen applicants, read college transcripts, develop paperwork and tracking systems, understand implementation of State Board of Education rules regarding alternative certification, and generally provides as much technical assistance as time allows. Staff is continuously available by phone to answer directors', as well as interns', questions which are especially heavy during the start-up phase of a new program.

Staff oversees collection of intern data as the school year begins, sharing intern lists with the appropriate divisions at TEA such as the Division of Accountability and the Division of Educational Personnel Records.

All programs are visited by staff and professional peers for monitoring and review; these visits generate reports which are the basis for future program approvals. Outcome data such as the Examination for the Certification of Educators in Texas (ExCET) results and the Texas Teacher Appraisal System (TTAS) scores for the interns are carefully reviewed. If this data reflects positively on all aspects of the program—if personnel are effectively supervising interns, collecting data on intern growth and success, responsibly supporting the new teachers, and responding to evaluation gathered regularly—the program is reapproved for as much as three years.

If a program is experiencing difficulties in some area(s), the visiting team cites the program in the report, which becomes the basis for the next team visit or staff review. In this way, staff in the Division of Professional Development has become thoroughly acquainted with the specifics of the various programs available and is able to help new programs avoid the mistakes former programs may have made.

☆≡ IMPLICATIONS FOR RESTRUCTURED TEACHER EDUCATION

QUALITY CONTROL IS A HALLMARK OF ALTERNATIVE TEACHER CERTIFICATION

Success in recruiting and preparing teachers for public school vacancies in over 200 districts around the state have been accompanied by strong quality control. All new teachers in Texas must pass the same standardized ExCET examination in the content area. Since the programs began in 1985, alternatively certified interns have consistently had passing rates on ExCET examinations equal to or better than their traditionally certified counterparts.

ALTERNATIVE CERTIFICATION OFFERS TEACHER EDUCATORS A LESSON

Alternative teacher certification is not a short-cut; rather, it is an intense, field-based training model in which competencies are learned from a variety of specialists and may not need to be measured in university credit hours. That there are dramatic implications for higher education here has also put the Texas alternative teacher certification programs in the news. As Vicky Dill noted about alternative certification in the November, 1990, *Phi Delta Kappan*, "A delivery system for teacher education is appropriate



Region XVI Special Education Teacher, Herlinda Contreras, and her students, Davis Silva, Chris Eakin, Michelle Fuentes, and Jason Sanchez get to know each other at the beginning of the school year at Valley View Elementary in Abilene, Texas.

if it is bonded at the infrastructure level to the public schools by service and research. Wherever such links are forged, quality emerges. It is time to demonopolize, demythologize, and demystify the university setting. What professionalizes a teacher is the quality of his or her teaching, whatever the source of the preparation."



Pasadena ISD Intern, Renee Rosenbaum, is Hedy Orellana's Kindergarten teacher.

Most researchers would agree that it is difficult to revise and update traditional undergraduate teacher education curricula. Even the colleges and universities which are desiring to restructure—to get professors out in the field teaching, to obtain exemplary teacher education curricula and modelling, and to take advantage of school district faculty expertise—are often hampered by outdated accreditation standards, governing bodies, and other rules and regulations that make change slow or impossible.

Alternative teacher certification in Texas is a model of a restructured program, one that responds to flexible entry portals and requires accountability at every step in the program. Not only is curriculum jointly generated, but practitioners are empowered to speak authoritatively about the guidelines and characteristics of those they help to induct into the profession. This practitioner-led process has changed many elements of the alternative programs dramatically, making them genuinely responsive to new teachers' needs.

Alternative teacher certification in Texas is a model of a restructured program, one that responds to flexible entry portals and requires accountability at every step in the program. Not only is curriculum jointly generated, but practitioners are empowered to speak authoritatively about the guidelines and characteristics of those they help to induct into the profession. This practitioner-led process has changed many elements of the alternative programs dramatically, making them genuinely responsive to new teachers' needs.

In the February, 1991, *Economic Report of the President*, Bush policymakers note that, "The solution to the problem of attracting talented teachers... is not to

regulate the industry further but to open it up to the competitive process and to reduce certification requirements in ways that do not threaten but instead encourage excellence in teaching" (see Appendix C). Alternative certification program design does exactly this by attracting talented individuals from a wide range of professions, incorporating rigorous performance standards, responding quickly to evaluation, and insuring commitment both in the process and outcomes portion of the model. If they are to produce a curriculum that is as meaningful as that generated in an alternative teacher certification model, college and university practitioners must have the same flexibility and accountability.

VARIETY OF LEVELS OF SUPERVISION IS AN IMPORTANT ASPECT OF ATC

A variety of levels and sources of supervision provide interns with several perspectives regarding their performance. This multi-level system, wherein supervision can be derived from the school district, the service center, or the university, has helped to bridge the gulf that typically exists between cooperating teacher and university supervisor. Mentors provide onsite formative supervision and support on a daily basis during the course of the year-long field experience. Alternative teacher certification has demonstrated the value of a variety of supervisors acting as a resource team for the new teacher.

RESTRUCTURED TEACHER EDUCATOR PROGRAMS SUPPORT SITE-BASED MANAGEMENT

Alternative teacher certification also supports site-based management strategies by viewing the principal as an instructional leader and model, by differentiating the career of the master or mentor teacher, by demonstrating collaboration in curriculum development and delivery, and by collaboratively supervising interns as they enter the profession. In these ways, alternative teacher certification programs provide new teachers a model of a restructured educational system and the behavior expected in such an innovative paradigm.



Efrain Aleman, an Alternative Certification Intern in Laredo State University's program, teaches 5th Grade at Perez Elementary.

ALTERNATIVE TEACHER CERTIFICATION Is COST EFFECTIVE

Alternative teacher certification makes prudent use of the state's education dollars. Interns make substantial investments in their own training through salary allotments and are trained for teaching in certification areas in which there are few openings. This way, the alternative teacher preparation model makes maximum use of public funds, thus assuring that research-based theories and strategies are interfaced with field practices and practical applications.



Jerome Scott, Pasadena ISD Alternative Certification Intern, is giving Rubin Telavera a lesson in the *Real World* application of math. Mr. Scott calls this the "Just for Kids" mock grocery store. Rubin seems to be enjoying his math lesson.

☆≡ NEW DIRECTIONS FOR ALTERNATIVE CERTIFICATION IN TEXAS

TEXAS MILITARY INITIATIVE

In an initiative collaboratively developed by the Office of the Governor, the Lyndon B. Johnson School of Public Affairs at The University of Texas at Austin, the Texas Education Agency and the Texas Higher Education Coordinating Board, Texas proposes to create an infrastructure to recruit, train, support and retain outstanding military personnel to teaching. Although many children in Texas have already benefitted from the expertise and rich experiential backgrounds of military personnel who have been certified through the Texas alternative certification programs, recruitment into these programs has been primarily informal and in-state, attracting only a small percentage of military candidates who might be interested in teaching as a second career. The current proposal establishes a more formalized network to coordinate worldwide recruitment of qualified military personnel who are reaching the peak of their military careers and wish to continue to serve their country in a meaningful way by working with our youth. The state is committed to recruiting and training both degreed and nondegreed individuals from the military to teach in its schools.

This proposal establishes a structure: (1) to coordinate all alternative certification programs providing training and placement to qualified degreed candidates from the military, and (2) to identify the most qualified nondegreed individuals who wish to teach in Texas. The program for nondegreed individuals places them in college/university degree programs especially designed to complement the candidate's knowledge, experience and expertise. Assistance in securing provisional employment in educational, health and/or public service settings will be available. The ultimate goal is to certify high quality individuals in a timely fashion once the degree has been completed, especially in areas of critical need.

INTERNATIONAL INITIATIVE WITH MEXICO

Given the context of the proposed free trade agreement and other economic initiatives between Texas and the Mexican border states, directors of alternative teacher certification programs and their counterparts in teacher education at universities in Nuevo Leon, Tamaulipas and Coahuila understand the importance

of education for economic development have initiated plans for an international endeavor whose purpose and goal is to:

- support issues of human development by nurturing an environment of mutual support between nations;
- improve student learning through global interaction between educators and students;
- expand linguistic and cultural understanding for students and teachers;
- help students gain access to and mastery in handling the real economic issues of a rapidly shrinking world;
- meet mutual linguistic, economic and full employment needs; and
- strengthen and promote cooperation and collaboration across rapidly disappearing borders.

To this end, in meetings held in Monterrey, Nuevo Leon and in Houston, Texas, they have designed a collaborative program meeting all requirements of the State Board of Education and featuring elements of existing educator exchanges as well as their highly successful alternative certification programs. This program will bring degreed candidates from Mexico into approved alternative certification programs to meet the state's tremendous need for bilingual teachers. Pre-assignment screening and initial training will occur in Mexico through a consortium of teacher trainers from the approved alternative certification programs and Laredo State University in collaboration with universities in northeastern Mexico.

During this initial phase, Texas educators will not only provide training (including a cultural and professional orientation to the United States and Texas) to prospective alternative certification interns and other education professionals in Mexico, but will also have the opportunity to exchange ideas and receive training from Mexican educators as well as experience an immersion with the language and culture of our neighboring country.

Further orientation, training and student contact experiences for prospective interns will continue at assignment sites in Texas as candidates are integrated into the ongoing training of the approved alternative certification programs. In addition, the alternative certification programs will provide a strong support system for the Mexican interns as they teach in our schools.

☆≡ TEXAS ALTERNATIVE CERTIFICATION ASSOCIATION (TACA)

In 1987, hosted by Pan American University at Brownsville (now The University of Texas at Brownsville), directors of the Texas alternative certification programs met to form an organization—The Texas Alternative Certification Association (TACA)—whose function would be to share ideas about alternative routes to teacher certification.

TACA PROVIDES SUPPORT AND HELPS DISSEMINATE INFORMATION

This association is a support group for directors and interns and advocates further support for alternative certification programs while keeping an open mind to criticism. One of TACA's primary goals is to diffuse information about alternative route programs and the excellent outcomes now visible in our schools as a result of these programs. Misconceptions about alternative certification continue across the state and nation. TACA proposes to dissolve the myths and continue the work of preparing teachers for the 20th century.

TACA SPONSORS A NATIONAL CONFERENCE

The Texas Alternative Certification Association, the University of Texas at Brownsville and the Texas Education Agency sponsored the first national conference on alternative teacher certification. It was held on South Padre Island on April 10-12, 1991. A primary goal of the national conference, and of TACA, was to disseminate information about alternative teacher certification and



Dr. Adrien Baird (left), U.S. Department of Education, Mr. Abel Gonzalez (middle), University of Texas at Brownsville and Founder and First President of TACA, and Dr. Martin Haberman (right), University of Wisconsin at Madison were key figures at the First National Conference, Spring 1991.

to dispel misconceptions about the programs. TACA leaders also spearheaded an effort to form a national alternative teacher preparation organization, to inform the nation of the success of the Texas programs, and to improve teacher education as a whole based on uniformly high quality standards.

Speakers of national prominence, including Dr. William Smith from the United States Department of Education, addressed the group, which included representatives from at least 40 states and several foreign countries. Individual programs in Texas were showcased as were program models from various states. Teachers certified alternatively in various states, as well as mentors and administrators from various models, had an opportunity to share information and perspectives with one another.

Dr. Martin Haberman, a featured speaker of national prominence, gave one of the keynote addresses. In addition, he presented a day-long seminar on recruiting and screening successful teachers for urban and at-risk students. Dr. Emily Feistritzer, who has done extensive research on alternative teacher certification programs, also presented a keynote address. Interns and former interns were highlighted throughout the conference. Planners hope to make the event the first of many such conferences and to give visibility to a nationwide grassroots movement in teacher education.

A second national conference, hosted by Tarleton State University and sponsored by TACA and the United States Department of Education is being planned for April 8-11, 1992, in Arlington, Texas. It proposes to focus national attention on the high quality of individuals entering the teaching profession through alternative teacher certification programs.

☆≡ ALTERNATIVE TEACHER CERTIFICATION IN TEXAS MAKES THE NEWS

- ☆ **President Bush** sent encouragement to the Texas Alternative Certification Association (TACA) during the first national conference on alternative certification, which TACA sponsored in 1991. He urged other states to join the march to education reform by adopting alternative certification provisions.
- ☆ **Patricia Hines**, deputy assistant secretary of the Army for training and education, talked about alternative certification programs in the *Washington Times*. She said, "Alternative certification is not a shortcut to the classroom; instead, it is a common-sense answer to some of the problems facing the present teaching corps. . . . Alternative certification is not a dilution or diminution of requirements for a teaching certificate. It is rather an avenue to allow competent and qualified individuals to enter the teaching profession."
- ☆ **Dr. Martin Haberman**, a professor of education at the University of Wisconsin-Milwaukee, is one of the nation's leading authorities on alternative certification, according to *ATE Newsletter*, in the January-February 1992 issue. When asked "What is the status of alternative certification today?," Dr. Haberman replied "Right now the place where it's really happening and continuing to grow is Texas. That's because Texas has a commissioner and a state system that has come out completely in support of alternative certification."
- ☆ **Dena E. Franke**, a former Texas intern and currently a 9th grade English teacher in Pleasanton, Texas, wrote an article for *Educational Leadership*. She said, "Teaching is my life, a love of mine. I didn't require a university professor to instill this love or devotion. Always present, it waited only for my students to activate it. . . . I graduated with a B.A. in English with no idea of what career I might want to pursue. I was intent on leaving my options open, but soon found that all the 'doors of opportunity' seemed closed."

"A friend advised me to go into teaching. I had considered this previously, but had discovered to my dismay that a teaching certificate would entail another full year of college. Since neither I nor my pocketbook could withstand this, I dismissed the idea as impossible. But one day, in the confines of a campus restroom, the SECRET was disclosed: Yes, you could teach with just a degree. Incredible! . . . I became an alternative certification intern in a program in San Antonio, Texas. The experience gave me a sense of direction and provided me with a rewarding career full of personal challenge and the potential for advancement."

"Alternative certification programs are implemented by teachers, district specialists, professors, and education service leaders. They offer a more accessible route to the teaching profession for a diverse population, including degreed graduates with content-based qualifications, mid-career professionals eager for a change, and minority and male candidates, who are largely underrepresented in the teaching profession. Programs like the Alternative Certification Program (ACP) in Texas allow such individuals the opportunity to become strong, self-motivated educators."

"Perhaps the greatest advantage of the ACP for schools hinges on the diversity of people brought into the teaching profession—individuals who, in many cases, have had high-powered, interesting careers and now have a strong desire to help teach the next generation. ACP interns include former attorneys, dentists, doctors, bankers, realtors, geologists, architects, and a host of other professional individuals who have a desire to shape the future."

- ☆ **Dr. Vicky Dill**, executive director of the Texas Alternative Certification Association, and a classroom teacher in Kerrville, Texas, was interviewed in the *ATE Newsletter*. She said, "In Texas, alternative certification programs are field based, and collaboratively developed. Further, the curriculum is master-teacher driven. Research has repeatedly demonstrated that these features produce better prepared teachers who stay in the classroom longer. Early evidence indicates that directors of personnel and principals often prefer to hire interns (as the programs' participants are called) over out-of-state or traditional recruits because of the greater potential of retaining them. **Delia Stafford**, director of the Houston Independent School District's Alternative Teacher Certification Bureau, reports that these "homegrown" recruits require fewer cultural and social adjustments, display greater maturity, and exhibit higher levels of commitment to teaching."
- ☆ **Dr. William Wale**, director of programs, Division of Professional Development, Texas Education Agency, quoted in *The Dallas Morning News*, said, "We've had wonderful reports all over the state. These people want to teach. They bring a richness and a variety of backgrounds that is quite refreshing in our schools. . . . Texas' alternative certification program is reaping the most benefits by attracting more minorities to teaching. About half of the teachers who come through the state's alternative programs are minorities."
- ☆ In the same article, **Sandra McGee**, Dallas Independent School District's (DISD) Teacher of the Year in 1990 and graduated from the first DISD alternative certification class, said, "Veteran teachers generally are supportive of their new colleagues. The alternative certification program has always been like an umbilical cord I can use when I need to; "I believe that the program provides a network of friends and mentors."

- ☆ **Debra Hopkins**, quoted in the same article, was named DISD's English as a Second Language Teacher of the Year at the end of her second year of teaching. Ms. Hopkins, who quit her job in advertising to become a teacher at Knight Elementary School in Dallas, said at first other teachers laughed at her enthusiasm. She said, "They used to tell me, 'We'll see how long this will last'. Three years later, I have more enthusiasm. Teaching is a dream come true. Everyday I come home exhausted, but every night I can't wait to get back to my kids at 8 a.m. Alternative education has been a gift."

☆≡ BIBLIOGRAPHY

ATE Newsletter (January-February, 1992). Alternative Certification Today: Driven by Districts' Needs, Showing Intriguing Dynamics in Maturity. Volume 25, Number, pp. 4-5.

Council of Economic Advisors (1991). *Economic Report of the President*. Washington, D.C.: U.S. Government Printing Office.

Dill, Vicky (November 1990). Support for the Unsupportable. *Phi Delta Kappan*, pp. 198-199.

Franke, Dena E. (November 1991). The Alternative Route: Testimonial From a Texas Teacher. *Educational Leadership*, Volume 49, Number 3, pp.34-35.

Hines, Patricia (October 12, 1991). Army Teaching Talents. *The Washington Times*, Commentary.

Nevins, A. (July 16, 1990). Certification Program Fills Teacher Gap. *The Dallas Morning News*, pp. 1A and 6A.

☆ ≡ APPENDICES

☆≡ APPENDIX A

**DATA HIGHLIGHTS OF ALTERNATIVE TEACHER CERTIFICATION
PROGRAMS IN TEXAS, 1991-1992**

and

**DATA SUMMARY OF 1991-92 ALTERNATIVE CERTIFICATION
PROGRAMS**

Data Highlights of Nationally Acclaimed Alternative Teacher Certification Programs in Texas in 1991-92

Alternative Teacher Certification:

- **Bringing About Dramatic Change.** Alternative teacher certification programs in Texas now provide a major route for certification of teachers; approximately 28.5% of all new teachers are now certified through alternative programs. Staff members in the Division of Professional Development provide direct technical assistance to each program as it is developed, implemented and monitored.
- **Providing Minority Teachers.** Alternative teacher certification programs in Texas provide *the major route* for certification of minorities. Fifty percent (50%) of interns this year, and at least 50% over the last four years, have been minority. Programs that have a majority of minority interns include: Dallas Independent School District, Ft. Worth Independent School District, Houston Independent School District, University of Texas--Pan American at Edinburg, University of Texas--Pan American at Brownsville, University of Texas at El Paso, and Laredo State University.
- **Meeting Critical Needs.** Alternative teacher certification programs meet critical shortages of teachers in special education and Bilingual/English as a Second Language education. Ninety-nine percent (99%) of all programs offer either Special Education or Bilingual/English as a Second Language certification.
- **Providing Male Role Models.** About 34% of all interns are male. Because most of the certificates earned are in areas that deal primarily with elementary children, alternative certification is providing many additional male role models to these children in the public schools.

Impact: Over 55% of the state's twenty Education Service Centers are now approved to deliver a teacher preparation program. Each of the 21 alternative certification programs has some affiliation with a college or university which collaborates to support instruction; this means that 33% of the state's sixty-six colleges of teacher education participate in an alternative certification program indirectly; four of these universities offer alternative as well as traditional teacher preparation programs directly.

Totals: 1,807* interns in 266 districts including:	1188 Females	619 Males
981 White	568 Hispanic	226 Black
		32 Other

*Not including interns in additional cycles, bringing total to 1965.

BEST COPY AVAILABLE

Data Summary of 1991-1992 Alternative Certification Interns

<u>Program</u>	<u>Total</u>	<u>Male</u>	<u>Female</u>	<u>Other</u>	<u>Black</u>	<u>Hispanic</u>	<u>White</u>	<u>Districts</u>
Dallas ISD	155	57	98	6	61	25	63	1
Fort Worth ISD	65	25	40	3	8	23	31	1
Houston ISD*	261	75	186	5	86	84	86	1
Teach for America in Houston	194	70	124	6	18	7	163	
*Total for Houston ISD with TFA is 455.								
Pasadena ISD	29	11	18		1	10	18	1
Region II	35	17	18	2		9	24	6
Region III	34	9	25		1	1	32	15
Region IV	73	21	52	1	14	11	47	17
Region VI	24	5	19		2		22	14
Region XI	56	21	35	4	10	1	41	17
Region XIII	19	3	16		2	1	16	15
Region XIV	26	6	20		1	2	23	13
Region XV	16	7	9			1	15	7
Region XVIII	44	14	30	1	1	7	35	16
Region XX	200	77	123	1	9	65	125	36
Laredo State	39	15	24			33	6	3
Prairie View	13	9	4		7	1	5	5

Data Summary of 1991-1992 Alternative Certification Interns (Continued)

<u>Program</u>	<u>Total</u>	<u>Male</u>	<u>Female</u>	<u>Other</u>	<u>Black</u>	<u>Hispanic</u>	<u>White</u>	<u>Districts</u>
Tarleton State	96	21	75	1	2		93	59
UTEP/El Paso	55	21	34		2	30	23	5
UT Brownsville*	196	64	132		1	145	50	17
Teach for America	1		1				1	1
*Total for UT Brownsville with TFA is 197.								
UT Pan American*	155	62	93	2		111	42	15
Teach for America	21	9	12			1	20	6
*Total for UT Pan Am with TFA is 176.								
Totals (Interns)	1591	540 (34%)	1051 (66%)	50% of Interns in Texas Based Alternative Programs are Minorities.			797 (50%)	259 (24%)
				26 (2%)	208 (13%)	560 (35%)		
Totals (TFA)	216	79 (37%)	137 (63%)	15% of Interns in Teach for America in Texas are Minorities			184 (85%)	7 (1%)
				6 (3%)	18 (8%)	8 (4%)		
Total incl. TFA	*1807	619 (34%)	1188 (66%)	46% of Interns in Texas (Including Teach For America) are Minorities			981 (54%)	266 **(25%)
				32 (2%)	226 (13%)	568 (31%)		

*Region IV will be adding 38 interns for Cycle 3 and about 50 for Cycle 4 during the 1991-92 school year. Dallas ISD estimates 70 interns for their Phase 2. This will bring the total number of interns to 1965.

†1% of 1,066 school districts in Texas.

Data Summary of 1991-1992 Alternative Certification Interns (Continued)

Number of Interns by Certificate Area

English as a Second Language (ESL) Interns

Grades Pre-K--12

ESL 1 5 2

Elementary Interns

Grades Pre-K--6 4 5 9

Secondary Interns

Grades 6--12 2 6 9

Learning Resources Endorsement (LRE)

Grades Pre-K--12 8

Special Education Interns

Grades Pre-K--12

Generic Special Education 5 1 5

Seriously Emotionally Disturbed/Autistic 1 8

Bilingual Interns

Grades Pre-K--6

Bilingual 3 5 8

Elementary/Bilingual 2 6

☆≡ APPENDIX B

**APPROVED ALTERNATIVE CERTIFICATION PROGRAMS BY
EDUCATION SERVICE CENTER REGIONS**

APPROVED ALTERNATIVE CERTIFICATION PROGRAMS BY EDUCATION SERVICE CENTER REGIONS



- ★ Region 1: Laredo State University
University of Texas at Brownsville
University of Texas/Pan American at Edinburg
- ★ Region 2: ESC Region 2
- ★ Region 3: ESC Region 3
- ★ Region 4: ESC Region 4
Houston ISD
Pasadena ISD
Prairie View A&M University
- ★ Region 6: ESC Region 6
- ★ Region 10: ESC Region 10
Dallas ISD
- ★ Region 11: ESC Region 11
Fort Worth ISD
Tarleton State University*
- ★ Region 12: ESC Region 12
- ★ Region 13: ESC Region 13
- ★ Region 14: ESC Region 14
- ★ Region 15: ESC Region 15
- ★ Region 16: The Panhandle Center for Collaboration
- ★ Region 18: ESC Region 18
- ★ Region 19: El Paso Area/University of Texas at El Paso
- ★ Region 20: ESC Region 20

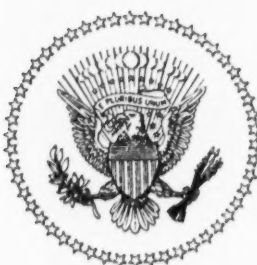
1992-93

*Tarleton State University serves Regions 11, 12, 14, and 15

☆≡ APPENDIX C

ECONOMIC REPORT OF THE PRESIDENT

Economic Report of the President



**Transmitted to the Congress
February 1991**

**TOGETHER WITH
THE ANNUAL REPORT
OF THE
COUNCIL OF ECONOMIC ADVISERS**

UNITED STATES GOVERNMENT PRINTING OFFICE

WASHINGTON : 1991

**For sale by the Superintendent of Documents, U.S. Government Printing Office
Washington, D.C. 20402**

EDUCATION REFORM FOR AN ADAPTABLE WORK FORCE

A key determinant of the flexibility of the economy is the quality of its work force. Education raises skill levels that increase job performance and productivity. Well-educated workers have the basic skills necessary to adapt to the changing demands of a dynamic economy and are able to compete with their peers in other nations.

Unfortunately, primary and secondary education in this country does an inadequate job of producing such workers. Parental involvement and student dedication—especially to homework—is essential to the success of any school system. But greater parental and student effort alone cannot ensure success. Comprehensive reform of American elementary and secondary education is necessary.

The educational system should encourage innovation and promote excellence among teachers and students. It should strive to earn the same high reputation as the U.S. postsecondary educational system, in which there is significant diversity and choice. It should provide the foundation that enables workers to adapt and respond to changing workplace technologies and economic conditions. And it should provide all high school graduates with the backgrounds necessary for advanced study or entering the work force.

Many school districts have outstanding educational systems and achieve these goals. And in every school district in the Nation there are talented and dedicated teachers and administrators as well as concerned parents who work hard to improve the educational system. Success requires a commitment to excellence from school administrators, teachers, and parents as well as from students themselves. However, despite some successes, too many State and local educational systems are notably inflexible and resistant to meaningful and effective change. *Because they need not compete for students and are not held accountable for the quality of the education they provide, many State and local education agencies in this country have become entrenched bureaucracies.* As a result, U.S. students often receive unacceptably poor educations. Parents often find they have little power to ensure that their children receive a sound education, and many choose to send their children to private schools.

The primary fiscal responsibility for public education lies with State and local governments, which determine the institutional framework for the operation of the educational system. Local school boards and State education agencies determine who may teach, what schools students attend, how long students are in class, and even the general instructional methods that are adopted. The

Federal Government has traditionally provided only a small fraction of total support for education at the elementary and secondary levels; in 1988 it provided only 6.3 percent of the funds spent on education for kindergarten through grade 12.

As well-intentioned as school boards and education agencies may be, a system that is not required to compete for its students and is not judged by their performance is hard pressed to avoid the mediocrity and resist the insularity that comes with being the only "free" game in town. As a result, although the United States spends more money per pupil than almost any other country in the world (in 1989 U.S. per pupil expenditures were \$5,172), the return on this substantial investment is unacceptably low.

THE CURRENT STATE OF EDUCATION

Evidence of the inadequacy of education in the United States can be found in the workplace and in the schools themselves.

Evidence from the Workplace

Today's high school graduate is often ill-prepared for the world of work. The 1990 National Assessment of Educational Progress, which reported the results of a nationwide test of students conducted between 1986 and 1988, found that only 6 percent of 17-year old students demonstrate the capacity to solve multistep problems and use basic algebra; only 8 percent have the ability to draw conclusions and infer relationships using scientific knowledge; and only 5 percent can synthesize and learn from specialized reading materials.

Firms are finding it increasingly necessary to develop remedial training programs in reading and mathematical skills; they spend an estimated \$20 billion annually on such programs. Even institutions of higher learning are adapting their course offerings to reflect the poor preparation of many freshmen; the fraction of colleges offering remedial instruction has increased from 79 percent to more than 90 percent since 1980.

A second-rate educational system cannot support a first-rate, world-class economy. Workers unable to read and grasp complex concepts in mathematics and science cannot hope to adapt to changing technologies in the workplace. Poor training in mathematics and science at the elementary and secondary levels also contributes to declining trends in college enrollment in these areas. This pattern threatens the creative foundation needed to discover and introduce advances in technology.

Previous Reform Efforts

In 1983 a commission appointed by the Secretary of Education issued the report *A Nation at Risk*, which painted a bleak portrait of the quality of education in elementary and secondary schools in

the United States. The report struck a responsive chord. Reacting to its recommendations and challenges, State and local educational systems embarked on plans to introduce fundamental changes.

It is nearly a decade later, and not much of consequence has changed. To be sure, many bills were introduced in State legislatures in response to the report, and many were passed. Forty-five States increased graduation requirements for core courses in subject areas such as mathematics, sciences, humanities, and social sciences. Many States also made teacher certification requirements much stricter and, in an effort to attract higher quality teachers, increased salary levels significantly. Teachers' salaries in public elementary and secondary schools increased by 18 percent in real terms between 1980 and 1990. Expenditures per pupil have also increased 28 percent in real terms since 1982.

Despite the efforts in the 1980s, there has been no noticeable change in the performance of the Nation's schools. Though students are taking more mathematics, science, and reading courses, test results show that no performance improvements have been made in these subject areas since the appearance of *A Nation at Risk*. The percentage of students graduating from high school remains unacceptably low, falling from 73 to 72 percent since the report's release.

International Comparisons

U.S. high school students consistently perform far below their foreign counterparts, especially in their knowledge of mathematics and science. In an assessment of learning in six major developed countries in 1988, U.S. students ranked last in mathematics and second to last in science. Even the best U.S. students do not compare favorably with foreign students. The International Assessment of Educational Progress found that a very select group of college-bound American students scored far below a less select group of Canadian students on a standardized test, and no better than an even broader group of Hungarian students.

Other indicators are also very telling. U.S. students spend an average of only 3½ hours a week on homework. That compares poorly with the 24 hours a week on average that high school seniors spend watching television. Studies show that European students spend far less time watching television and more time studying.

Finally, American students spend much less time in school than their foreign counterparts. Even though the American system of education is highly decentralized, the 180-day school calendar is nearly national in scope. School calendars ranged from 226 to 240 days in pre-unification West Germany. In Japan, schools are open 243 days on average. Some argue against lengthening the school year on the ground that it is the quality, not the quantity, of in-

struction that is at issue. Certainly, merely lengthening the school year is not the panacea for the ailing U.S. school system, but it is an issue deserving study and consideration by the States. Evidence suggests that *in countries with longer school years, more material is covered and at a much less hurried pace than in American classrooms*. Thus even in U.S. school systems that attain high standards of excellence, the quantity of educational material provided to students is not competitive by world standards.

TOWARD AN EFFECTIVE EDUCATIONAL SYSTEM

The Administration is fully committed to promoting excellence in the U.S. educational system and has undertaken significant initiatives to this end. In September 1989, the President convened a summit of cabinet officials and U.S. Governors to discuss the state of American education. Only the third such summit in American history, it was the first ever on education. As a result of this historic meeting, the President and the Governors agreed upon six clearly defined goals for the American educational system to reach by the year 2000:

- All children in America will start school ready to learn;
- The percentage of students graduating from high school will increase to at least 90 percent;
- Students will leave grades 4, 8, and 12 having demonstrated competency in challenging subject matter, including English, mathematics, science, history, and geography; and every school in America will ensure that all students learn to use their minds well, so they may be prepared for responsible citizenship, further learning, and productive employment in our modern economy;
- U.S. students will be first in the world in science and mathematics achievement;
- Every adult American will be literate and possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship; and
- Every school in America will be free of drugs and violence and offer a disciplined environment conducive to learning.

The President outlined these goals in his 1990 State of the Union Address. In July 1990, the President issued *The National Education Goals: A Report to the Nation's Governors*, and the President and the Governors established a National Education Goals Panel that also includes participation of the congressional leadership. The panel will recommend a measurement and assessment system that will provide the Nation with information on the progress being made in reaching these goals.

To help ensure that all American children start school ready to learn, the Administration has significantly expanded the Head

Start program. And to ensure that the national education goals are achieved, the Administration will propose a new Educational Excellence Act. Initiatives in this important proposal would stimulate fundamental reform through promoting educational choice and alternative certification for teachers and principals, promote local control and innovation by providing increased flexibility in funding in exchange for greater accountability, reward schools that demonstrate improved achievement among students, and provide incentives for innovative approaches to mathematics and science education.

Programs of Choice

The U.S. public educational system must be opened to the invigorating and challenging forces of market competition by enabling teachers, parents, and students to choose their schools. Over time, the schools that survive will be the most innovative and effective institutions, those capable of responding to the changing educational needs of society.

Schools that must compete for students will work harder to deliver quality education. A school choice program can become the catalyst for greater diversity and help eliminate mediocrity in the educational system. An important step in this direction is the magnet school concept in which schools specialize in particular subject areas or interests—such as science, mathematics, or the performing arts—and students and their parents choose which school to attend.

The Administration has advocated adoption of choice programs in as many jurisdictions as possible across the country. There is no one “preferred” approach to educational choice. A statewide choice plan exists in Minnesota, while a choice demonstration plan including both public and private schools has been launched in Milwaukee, Wisconsin. In 1990 seven States adopted plans allowing various forms of choice. Before 1990 five other States had enacted interdistrict choice plans. The Administration’s new Center for Choice in Education has been established to provide information and assistance to anyone interested in learning about or implementing educational choice.

A key to the success of a choice-based program is granting individual public schools the freedom to innovate. Schools must be freed from the grip of bureaucracies distant from the classroom. One popular version of this self-run school approach is to leave the governance of each school to a team composed of the principal, teachers, and parents. Such an arrangement creates a personal stake in the success of the school, rather than reliance on a central bureaucracy. It also provides parents and teachers an effective voice in determining how a school should change to attract students in an open-choice educational system.

Accountability

Unless teachers, school administrators, and elected or appointed officials are held accountable for the quality of the education they provide, the success of open-choice programs and self-run schools will be limited. Merely adopting new approaches does not ensure success. Schools and teachers must be held accountable for what their students learn.

To this end, *State and local education agencies must work together to develop and publish objective measures of the output of the educational system.* Meaningful performance measures are necessary for the success of school choice programs, allowing parents and students to leave choice programs that are failing. Such performance measures include basic competency tests for graduation from high school; annual tests to determine student progress; changes in high school drop-out rates; and high school transcripts that provide meaningful information on course content and student skills to parents, employers, and colleges.

At the Federal level, the Department of Education is charged by law to "collect, collate, and from time to time, report full and complete statistics on the condition of education in the United States." The National Center for Educational Statistics (NCES) has developed a series of national measures of the output of the educational system. The NCES publishes an annual digest of education statistics and periodically publishes the National Assessment of Educational Progress. The NCES publishes an annual selection of indicators on the condition of education in the United States. The 1990 report confirms the dismal state of public education in this country. Each of these reports provides an ongoing basis for parents to test the success of education reform; they are important tools for increasing accountability.

Alternative Teacher Certification Programs

Each State sets up standards that determine who can teach in public elementary or secondary school systems. Differences in certification requirements across States produce substantial limitations on teachers' job market options. Although many States have formal reciprocity agreements, teachers still encounter significant barriers when they try to cross a State line. Until recently, for example, to win a permanent teaching position in a Rhode Island school system, a person qualified to teach in Massachusetts was required to have a master's degree and 6 years of teaching experience, three of them in Rhode Island. This particular limitation is being eased somewhat, since the six New England States along with New York have agreed to accept the teaching credentials of applicants from other States in the region, providing they complete extra education requirements within 2 years.

Eliminating unnecessary barriers to entry into the teaching profession *within* each State is at least as important as eliminating the barriers between States. Most States currently require that an individual either graduate from a 4-year college as an education major or take a certain number of education courses before being allowed to teach. Talented individuals who decide to switch careers and become teachers find they have to complete either a traditional teacher preparation program or, under fairly recent reforms in some States, complete a graduate degree program in education.

While these requirements discourage many talented professionals seeking a career change from entering the teaching profession, they do not ensure that the school system is getting high-quality teachers. In fact, the poor academic performance of teachers in the subject areas they teach led many States to impose minimum grade requirements for education majors.

The solution to the problem of attracting talented teachers, however, is not to regulate the industry further but to open it up to the competitive process and to reduce certification requirements in ways that do not threaten but instead encourage excellence in teaching. Currently, 28 States have implemented some form of alternative teacher certification program. Mainly small pilot programs, these are based on the general principle that an individual with a bachelor's degree in a specific field of study can be a successful teacher, given some minimum level of training in education (Box 4-1). The minimum varies across States, but all programs reflect the belief that the minimum needed to guarantee quality is far less than that currently required by traditional certification routes.

It is important to recognize that removing unnecessary barriers to teaching does not threaten the stature of the profession. First, one already well-defined qualification for entry into the teaching profession, the acquisition of a 4-year college degree, will not change. Second, what helps promote respect for the teaching profession is effective teaching, not unnecessary certification requirements. The experience in Texas and in numerous other programs suggests that lowering the barriers to entering the teaching profession can improve the quality of primary and secondary education.

SUMMARY

- Public schools in the United States are failing to prepare students for either the world of work or higher education. This failure threatens the ability of the United States to maintain its leadership in the world economy.
- Competition and accountability are essential if schools are to innovate and improve the quality of education.

- Alternative certification programs can enhance the quality of education by removing unnecessary barriers to entry into the teaching profession.

Box 4-1.—Texas Alternative Certification Program

Starting with one school district in 1985, the Texas State school system has taken a national lead in introducing alternative teacher certification programs. The program is currently operating in nearly 20 percent of the State's school systems, and the number of teachers certified by the alternative route has grown from 276 in the first year to 1,241 in 1990. In a typical program, a candidate with a bachelor's degree takes 1 to 3 education courses, learning basic classroom management, along with disciplinary and evaluation skills. The candidate is then assigned to his or her own classroom for the year, receiving a first-year teacher's salary and a year of experience on the career ladder. Throughout the internship year, the candidate works closely with a mentor, often meeting on a daily basis for support and problem-solving. In addition, interns take other education courses throughout the year.

The alternative programs have been very successful in attracting highly qualified, diverse interns. In 1990, 30 percent of the interns were men and 52 percent were minorities, compared with traditional education programs, where 23 percent of the enrollees are men and 12 percent are minorities. Interns are older than the traditional education major: 90 percent are over 24, and 50 percent are over 30 years of age.

Evaluations of the program thus far suggest it is working very well. On State certification exams, interns do as well as or better than teachers who follow the traditional route. Studies show that teachers qualified by the alternative route are comparable in quality to teachers qualified through the traditional route.

☆≡ APPENDIX D

**LIST OF 1991-92 ALTERNATIVE CERTIFICATION
PROGRAMS AND DIRECTORS**

★Directors and/or Coordinators of★
 ★ the Alternative Certification ★
 ★ Programs ★
 (1991-92)

★ ISD PROGRAMS ★

Dallas ISD

Ms. Opal Smith
 Dallas ISD
 3434 South R. L. Thornton Expressway
 Dallas, TX 75224
 Tele: 214/302-2470 • FAX #: 214-302-2419

Fort Worth ISD

Dr. Gwen Morrison
 Fort Worth ISD
 3210 West Lancaster
 Fort Worth, TX 76107
 Tele: 817/878-3712 • FAX #: 817/878-3827)

Houston ISD

Ms. Delia Stafford
 Houston ISD
 3830 Richmond Avenue
 Houston, TX 77027
 Tele: 713/892-6833 • FAX #: 713/892-7126

Pasadena ISD

Ms. Darlene Mosty
 Pasadena ISD
 1515 Cherrybrook
 Pasadena, TX 77502
 Tele: 713/920-6910 • FAX #: 713/475-7913

★ ESC PROGRAMS ★

ESC Region II

Ms. Linda Gehman
 Education Service Center Region II
 209 North Water Street
 Corpus Christi, TX 78401
 Tele: 512/883-9288 x 241 • FAX #: 512/883-3442

ESC Region III

Ms. Janet Ellis
 Education Service Center Region III
 1905 Leary Lane
 Victoria, TX 77901-2899
 Tele: 512/573-0731 • FAX #: 512/576-4804

ESC Region IV

Ms. Sadi Howard
 Education Service Center Region IV
 P.O. Box 863
 Houston, TX 77001-0863
 Tele: 713/462-7708 • FAX #: 713/744-6514

ESC Region VI

Mrs. Sally Turlington
Ms. Dorothy Yawn
 Education Service Center Region VI
 3332 Montgomery Road
 Huntsville, TX 77340-6499
 Tele: 409/295-9161 • FAX #: 409/295-1447

ESC Region X

Dr. Steve Hale
 Education Service Center Region X
 P.O. Box 831300
 Richardson, TX 75080-1300
 Tele: 214/231-6301 • FAX #: 214/231-3642

ESC Region XI

Ms. Sharon Fikes
 Education Service Center Region XI
 3001 North Freeway
 Fort Worth, TX 76106-6596
 Tele: 817/626-8721 • FAX #: 817/625-5310

ESC Region XII

Ms. Karen Holder
 Education Service Center Region XII
 P. O. Box 1249
 Waco, TX 76703-1249
 Tele: 817/756-7494 • FAX #: 817/754-5333

ESC Region XIII

Dr. Dona Stallworth
 Education Service Center Region XIII
 5701 Springdale Road
 Austin, TX 78723
 Tele: 512/929-1323 • FAX #: 512/929-1374

ESC Region XIV

Ms. Lynn Liddle
 Education Service Center Region XIV
 1850 Highway 351
 Abilene, TX 79601
 Tele: 915/675-8630 • FAX #: 915/675-8659

★ ESC PROGRAMS ★
(Continued)

ESC Region XV

Ms. Lynneah Finkbeiner
Education Service Center Region XV
P.O. Box 5199
San Angelo, TX 76902-5199
Tele: 915/658-6571 • FAX #: 915/658-6571

ESC Region XVIII

Mr. Bill Reader
Education Service Center Region XVIII
P.O. Box 60580
Midland, TX 79711
Tele: 915/563-2380 • FAX #: 915/563-1615

ESC Region XX

Ms. Stella Tenorio
Education Service Center Region XX
1314 Hines Avenue
San Antonio, TX 78208
Tele: 512/299-2400 • FAX #: 512/299-2423

★ UNIVERSITY PROGRAMS ★

Laredo State University

Dr. Ramon Alaniz
Education and Psychology Division
Laredo State University
#1 West End Washington Street
Laredo, TX 78040
Tele: 512/722-8001 • FAX #: 512/726-3405

Prairie View A&M University

Dr. James Johnson
Prairie View A&M University
P.O. Drawer F
Prairie View, TX 77446
Tele: 409/857-3921/4420 • FAX #: 409/857-2911

★ UNIVERSITY PROGRAMS ★
(Continued)

Tarleton State University

Dr. Mark Littleton
Department of Education
Tarleton State University
Box T-399, Tarleton Station
Stephenville, TX 76402
Tele: 817/968-9097 • FAX #: 817/968-9525

El Paso Area/University of Texas at El Paso

Dr. Thomas A. Wood
College of Education
Room 414
The University of Texas at El Paso
El Paso, TX 79968-0569
Tele: 915/747-5572 • FAX #: 915/747-5755

The University of Texas at Brownsville

Dr. Charles R. Comeaux
Department of Education
University of Texas at Brownsville
1614 Ridgely Road
Brownsville, TX 78520
Tele: 512/982-0253 • FAX #: 512/982-0115

The University of Texas Pan American at Edinburg

Dr. Janet Valadez
Ms. Martha Harrison
School of Education
University of Texas Pan American at Edinburg
1201 West University Drive
Edinburg, TX 78539
Tele: 512/381-3486 • FAX #: 512/381-2212 or 2322

West Texas State University

Dr. Brian Lotven
College of Education
West Texas State University
(Panhandle Center for Collaboration)
Canyon, TX 79016
Tele: 806/656-0111 • FAX #: 806/656-2126

≡ COMPLIANCE STATEMENT

TITLE VI, CIVIL RIGHTS ACT OF 1964; THE MODIFIED COURT ORDER, CIVIL ACTION 5281, FEDERAL DISTRICT COURT, EASTERN DISTRICT OF TEXAS, TYLER DIVISION

Reviews of local education agencies pertaining to compliance with Title VI Civil Rights Act of 1964 and with specific requirements of the Modified Court Order, Civil Action No. 5281, Federal District Court, Eastern District of Texas, Tyler Division are conducted periodically by staff representatives of the Texas Education Agency. These reviews cover at least the following policies and practices:

- (1) acceptance policies on student transfers from other school districts;
- (2) operation of school bus routes or runs on a non-segregated basis;
- (3) nondiscrimination in extracurricular activities and the use of school facilities;
- (4) nondiscriminatory practices in the hiring, assigning, promoting, paying, demoting, reassigning, or dismissing of faculty and staff members who work with children;
- (5) enrollment and assignment of students without discrimination on the basis of race, color, or national origin;
- (6) nondiscriminatory practices relating to the use of a student's first language; and
- (7) evidence of published procedures for hearing complaints and grievances.

In addition to conducting reviews, the Texas Education Agency staff representatives check complaints of discrimination made by a citizen or citizens residing in a school district where it is alleged discriminatory practices have occurred or are occurring.

Where a violation of Title VI of the Civil Rights Act is found, the findings are reported to the Office for Civil Rights, U.S. Department of Education.

If there is a direct violation of the Court Order in Civil Action No. 5281 that cannot be cleared through negotiation, the sanctions required by the Court Order are applied.

TITLE VII, CIVIL RIGHTS ACT OF 1964; EXECUTIVE ORDERS 11246 AND 11375; TITLE IX, 1973 EDUCATION AMENDMENTS; REHABILITATION ACT OF 1973 AS AMENDED; 1974 AMENDMENTS TO THE WAGE-HOUR LAW EXPANDING THE AGE DISCRIMINATION IN EMPLOYMENT ACT OF 1967; AND VIETNAM ERA VETERANS READJUSTMENT ASSISTANCE ACT OF 1972 AS AMENDED IN 1974.

It is the policy of the Texas Education Agency to comply fully with the nondiscrimination provisions of all federal and state laws and regulations by assuring that no person shall be excluded from consideration for recruitment, selection, appointment, training, promotion, retention, or any other personnel action, or be denied any benefits or participation in any programs or activities which it operates on the grounds of race, religion, color, national origin, sex, handicap, age, or veteran status (except where age, sex, or handicap constitute a bona fide occupational qualification necessary to proper and efficient administration). The Texas Education Agency makes positive efforts to employ and advance in employment all protected groups.



TEXAS EDUCATION AGENCY
AUSTIN, TEXAS
1991 - 1992
GE1 611 02-R1